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ABSTRACT

In May 1974, the Undergraduate Education Reform Project of the Southern Regional Education Board sponsored a small workshop for representatives from each of the 14 SREB states. The purpose of the regional workshop was to provide an opportunity for the state representatives to identify and examine issues connected with student transfer and to share with each other formal attempts to solve these problems and to explore new possibilities for the region. This report of that workshop contains: (1) a summary of discussions of the issues surrounding institutional articulation and student transfer; (2) reports of how these issues are dealt with in the six states in the region that have developed statwide approaches; and (3) formal presentations, including Problems of Articulation, and Association Group; What It Is and Where It's Going. The appendix contains a reproduction of the recommendations from the Airlie House Conference on College Transfer and a list of participants in the SREB workshop. (Author/KE)

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Toward Solving Transfer Problems In Southern Universities And Colleges

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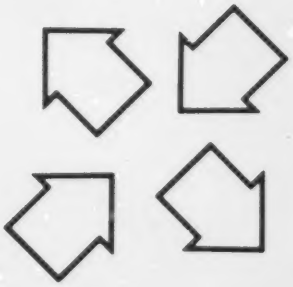

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Report of a Workshop

Undergraduate Education Reform Project
Southern Regional Education Board
130 Sixth Street N.W.
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PREFACE

The large numbers of students who transfer among institutions of higher education today have called new attention to the problems and issues related to college transfer. Earlier, barriers for transfer students were of less concern to educators since transfer students comprised only a small proportion of the population of any institution.

Four factors seem to be of greatest significance in explaining the current increase in the movement of students among institutions. First, as states move to promote efficiency and avoid unnecessary duplication through a coordinated system approach to higher education it becomes necessary for a number of students to attend more than one institution to complete a desired educational program. Second, statewide community or junior college systems introduce large numbers of students to higher education and encourage them to continue that education. Third, the growth of state vocational and technical schools is producing large numbers of graduates who desire to improve or learn new skills, or gain advanced certification, or perhaps pursue new directions altogether. Finally, the greater geographical and occupational mobility of Americans has caused people of all ages to move from institution to institution to begin, to stop, to re-enter or to refocus their education.

Nationally, the Association Transfer Group, representing many agencies in Washington, D.C., called attention to the problems of student transfer through the Airlie House Conference on College Transfer held in December, 1973 and a subsequent report of that meeting with recommendations for action. In May, 1974, the Undergraduate Education Reform Project of the Southern Regional Education Board sponsored a small workshop for representatives from each of the 14 SREB states in order to build on the national effort and to address the growing regional concerns with these issues. The 40 workshop participants represented their home states and were designated by the higher education agency in each state. The purpose of the regional workshop was to provide an opportunity for the state representatives to identify and examine issues connected with student transfer and to share with each other formal attempts to solve these problems and to explore new possibilities for the region.

This report of that workshop contains a summary of discussions of the issues surrounding institutional articulation and student transfer; reports on how these issues are dealt with in the six states in the region that have developed statewide approaches; and formal presentations made by James Wattenbarger, Director of the Institute of Higher Education, University of Florida, and Douglas Bodwell, who was then Staff Associate, Office of Academic Affairs at the American Council on Education.

The appendix contains a reproduction of the recommendations from the Airlie House Conference and a list of participants in the SREB Workshop which was held in Tampa, Florida, May, 1974.

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ISSUES IN ARTICULATION AND TRANSFER

It has been traditional to think that problems in institutional articulation and student transfer arise primarily because students transfer from two-year institutions to four-year institutions. This is not necessarily the case, however. In Virginia, for example, the public institutions of higher education received approximately 24,000 applications for transfer in 1973, of which only 20 percent represented students who had completed two years of work at a junior college.

Warren Willingham of the Educational Testing Service has reported research that shows that 500,000 to 600,000 students regularly transfer among institutions in the United States.[1] Willingham estimated that 200,000-260,000 students transfer from two-year institutions; 170,000-230,000 among four-year institutions; and 20,000-40,000 among two-year institutions. Willingham divides the various transfer situations into seven categories:

1. Articulated Vertical - a graduate of a two-year institution transferring to a four-year institution.

2. Traditional Horizontal - a student in a four-year institution transferring to another four-year institution.

3. Nontraditional Transfer - a student in non-traditional or unusual programs in a four-year institution transferring to another four-year institution after years of absence from the original institution.

4. Reverse Transfer - a student transferring from a four-year institution to a two-year institution.

5. Open Door - a student in a two-year institution transferring to another two-year institution.

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[1] College Transfer, Working Papers and Recommendations from the Airlie House Conference, 2-4 December 1973, The Association Transfer Group, Washington, D. C.

6. Double Reverse Transfer - a student transferring from a four-year institution to a two-year institution and then back to a four-year institution.

7. Vocational Transfer - a graduate of a vocational or technical program or school transferring to another type institution or program.

There seem to be several reasons for today's heightened interest in the transfer student. In addition to the obvious increased number of students transferring and the concurrent decline in enrollments throughout higher education, government decision makers have become interested because of their concern with avoiding costly and unnecessary duplication of programs. They also want to be sure that students transferring from one institution to another receive fair credit for prior achievements. In addition, societal changes have caused students to adopt new attitudes toward degrees, social class status and career development. Educational institutions are finding that they need to adapt to new attitudes and new trends in American society, both with new programs to match the variety of needs, and with procedures for making programs more open and more accessible.

Traditionally the "course" has been the unit around which transfer decisions have been made, and procedures governing transfers traditionally have been left to the discretion of individual institutions. But with greater numbers of students seeking transfers and the development of new types of academic programs, including many "nontraditional" approaches, and more professionally-related vocational-technical programs, there is a question as to whether traditional transfer-articulation procedures are adequate. In significant variation on the usual procedure the Florida articulation agreement provides for the transfer of academic programs rather than merely courses; entire general education programs are transferable within the state system. Moreover, the Articulation Coordinating Committee of the Florida State Department of Education has considered exploring the concept of "competence" as a new unit on which to base articulation and transfer procedures.

Nontraditional and Innovative Program Transfer

Many issues arise when the transfer process involves "nontraditional" programs or institutions. Such programs

include external degree programs which grant credit for prior learning, experiential education programs, interdisciplinary programs, honors programs, competency-based programs, and university-without-walls programs. In addition, various "new" colleges are in operation either as separate institutions or as part of established ones, and offer nontraditional degree programs.

Particularly difficult questions are raised by these new programs and institutions with regard to varied practices for assessing and recording the learning that takes place. The issues surrounding assessment arise because of the number of procedures used. Therefore, it is necessary for a receiving institution to move beyond questions such as the level at which to accept CLEP credit and toward questions about the use of proficiency exams which require students to demonstrate performance skills, and the use of third-party assessments. An important question for sending and receiving institutions is that of how to record nontraditional learning on a transcript. Some experimental institutions now have both an "internal" and an "external" transcript, one for the use of the institution itself and the other to be used in communicating with outside institutions. One practice which seems to be increasing is that of sending explanatory pages stapled to transcripts in order to explain what the transcript means.

The specific problems of "nontraditional students" who transfer also is an area of concern. Among these students, two groups are noted for having special kinds of problems: the so-called "stop out" students, and those students who have completed a degree and now wish to change fields or careers. Many institutions seem unwilling to evaluate credits of a certain age because they are too "old" or "stale." Students often are required to repeat courses when, in fact, they already know the subject. The solution would appear to be finding a way of giving credit for learning, rather than merely for courses taken, and especially for courses taken in a certain time frame.

Some of the same types of articulation and transfer issues are emerging in secondary-postsecondary articulation efforts, especially where nontraditional approaches are offered secondary school students. Houston, for example, now has six alternative high schools specializing in various areas including the vocational-technical, the allied health, and the performing and visual arts.

Moreover, high school graduation requirements are becoming increasingly varied, and some students are going on to college without graduating from high school at all.

Transfer of Technical and Vocational Program Work

The issues surrounding the transfer of technical or vocational "terminal" work to a senior degree granting institution recently have become significant because of the rapid growth of such programs. In Texas, for example, two-year occupational and technical institutions have become the area of greatest growth in post-secondary education, with state appropriations increasing sevenfold, from $5 million to $40 million, between 1969 and 1973. A similar situation exists in most other states of the region.

Throughout the workshop, group discussions and informal conversations inevitably moved to the subject of the transfer of students from terminal programs to baccalaureate level work. The common concern expressed in many different ways, seemed to be the question of what can be done for those who feel educationally trapped by what have been considered dead end, nontransferable diplomas or associate degrees from technical or vocational institutes and colleges. This concern seems especially pertinent in these times of increasing diversity of educational opportunities, increasing desires for career mobility and the encouragement of lifelong learning.

Because this issue is so much on the minds of all who are concerned about student movement, a workshop panel discussion was planned to further explicate the issues and describe several efforts that might help solve these problems.

One thing the panel pointed out is the great need to establish a "by-pass" to the "dead-end street" of the two-year occupational or technical degree. This is particularly evident in Alabama where an Associate in Applied Technology degree, recently replacing the diploma, is granted by the state's 17 technical colleges, formerly technical institutes. This new degree was established because of the apparent discrepancy in prestige and recognition that existed when the junior colleges granted an Associate Degree for roughly the equivalent work required by the technical institutes for only a diploma. The technical institutes changed their names from institutes to colleges but did not

change their purposes or their programs. Even though an Associate in Applied Technology degree is now available to the 60 percent of Alabama's 44,000 postsecondary students who attend the state's 29 junior and/or vocational-technical colleges, the degree is "absolutely and unequivocably nontransferable," according to William Reitz, assistant branch director of the state's technical colleges and institutes. So, Reitz asks, "What do these students have?" Where do they go from here?"

Allied Health Professions

The rapid growth of the allied health professions illustrates a specific set of issues in this general area. In North Carolina, a committee jointly sponsored by the State Department of Community Colleges and the University of North Carolina General Administration developed recommended guidelines by which students completing vocational or technical degree programs in health related fields in a two-year instituttion, a military institution, a hospital, or some other type of institution, should be able to transfer to a senior institution. The work of this committee was funded by a grant from the Bureau of Health Manpower of HEW, and was limited to the allied health fields of physical therapy, dental auxiliary, radiologic technology, medical laboratory, medical records, dietetics and nutrition, respiratory therapy, and environmental health.

The chairman of this committee was Ralph Boatman, dean of Allied Health Administration for the University of North Carolina, who asserted in the panel discussion that there should be at least three curricular options available to students who have completed a two-year program in the allied health field. First, a student might take a pre-professional program in the two-year institution and then transfer to a four-year institution to complete the professional program. Second, a student who completes a basic professional curriculum in a two-year institution should be able to transfer to a senior institution to complete work toward a baccalaureate degree. Third, a student who completes an intermediate level of a professional program at a two-year institution should be able to transfer to a four-year institution to complete the professional program even though his intermediate work was not specifically pre-professional.

The committee, Boatman reported, began its work by stating the following specific goals:

Allied health professionals should have opportunities for career mobility and advanced higher education according to individual interests and abilities;

they should receive credit for what they already know; and

they should be able to transfer specifically into the advanced fields of professional education, teacher education, educational administration, related science fields, or liberal education.

The outcome of the committee's work was a recommended list of guidelines to be followed by senior institutions in considering applications for transfer from persons with associate degrees. Boatman reported as some of the more significant guidelines the following:

1. A student completing an acceptable AAS program should be allowed to transfer on the basis of his record in that program, not on the basis of his high school record, as in the past.

2. The high school record should not be the basis for admission for any student who has completed a program which fulfills national certification requirements in that profession, even though he did not receive a degree.

3. Credits earned from a technical institute should be accepted for transfer or the student should have the opportunity to receive credit by examination.

4. The relationship between lower and upper division professional courses and clinical experience should be worked out between the professional accrediting associations and the institutions.

5. If a student has completed an accredited professional program and has acquired national certification in that field, his credits should be accepted; in questionable cases he should be able to receive credit by examination.

6. A transferring student completing the bacalauteate degree should come out with the same competencies required of any other student.

7. Indiscriminate use of qualifying examinations should be avoided.

8. There should be proper and extensive academic counseling in both the two-year and four-year institutions.

The "Inverted Degree"

The need for graduates of two-year, vocational-technical programs to have opportunities for additional education as well as career mobility became strikingly apparent in 1969 in Texas when vocational and technical educational institutions began to expand and qualified instructors for those institutions were not available. In order to fill this need for qualified instructors, three regional state universities in Texas began "Bachelor of Science in Occupational Education" programs, called "inverted degree programs" by Stuart McLaurin, vice president of Kilgore College, a community-junior college in Texas.

An "inverted degree" program is one in which a student first takes his area of specialization in a two-year vocational or technical college and later receives his general education courses and other advanced courses in a senior institution. Thus, for the Bachelor of Science in Occupational Education degree programs, the participating universities admitted graduates of two-year vocational or technical colleges, and after two years of acceptable work in general education and teacher training courses, awarded them the degree.

By the end of 1973, three more Texas universities had such degree programs approved, called by various titles such as "Bachelor of Applied Arts and Sciences" and "Bachelor of Applied Studies." In fact, McLaurin told the group, because of the growing interest in this approach efforts must now be made to see if the institutions can come to some agreement on what the new degree programs should be called. Moreover, the three institutions which have been added have not limited their programs to the preparation of vocational-technical teachers, but are admitting students who want to be prepared to go in other directions as well.

As a result of the acceptance of this "inverted degree" concept in Texas, groups of community colleges have joined together with the participating senior institutions, voluntarily and informally for the most

part, to design programs to meet the various needs of their students. In some cases this has led to what McLaurin called the "reverse transfer" situation in which a student completing the first two years of general education at a senior institution might transfer to a community or vocational-technical college to complete a technical specialization and still be awarded his B.A. degree from the senior institution under the cooperative arrangement.

These developments seem to have produced great strides in the direction of institutional and inter-institutional cooperation because at each program level institutions are mutually dependent upon each other. McLaurin pointed out that an important spinoff of this cooperation is that both the two-year and the senior institutions are moving toward serving students where they are located. Senior institutions especially seem increasingly willing to offer courses at the community colleges to serve the students who are there and who want or need to stay there for a variety of reasons.

Is Competency the Solution?

A central issue in dealing with transfer and articulation problems often seems to be how to evaluate what a student has learned or whether to accept what a program has taught. Is it possible to state the performance outcomes of a vocational-technical program? What is it that one who completes a vocational-technical program, or even an Associate of Arts or basic transfer program, can do?

Myron Blee, administrator of the Program Section of the Division of Community Colleges of the Florida Department of Education, suggested that the answers to these questions would provide a much more meaningful basis for transfer and articulation than the present system of course titles and descriptions. "In our anxiety to articulate courses and programs that seem to be the stock in trade for most articulation and transfer agreements," Blee said, "we often lose sight of the function the programs are to perform." The Florida articulation group, Blee told the conference, is looking seriously at the question of whether there should be something better than the neat moving of credits and descriptions, real or fancied, and is pondering the question: "Is it possible that an articulation program could be built around the competencies which people develop through their technical programs?"

The Florida Articulation and Transfer Committee has begun to consider this possibility because of the Florida legislature's recent requirement that there be some follow-up of graduates of these programs to see what they are doing, and to see how well they are doing what they were trained to do. Before that can be accomplished, of course, it is necessary to know what it is a person was trained to do upon completion of a particular program. This has caused a near "panic in the ranks," Blee reported, because institutions are accustomed to sending people through programs, with all the little packages that are included, and just assuming that completion of all the packages amounts to a holistic outcome--namely, certain clearly definable performance skills. He suggested that if vocational and technical programs could be clear about the performance outcomes of their graduates, and if they could demonstrate that their graduates really possessed these skills, the problems of courses, descriptions, course levels, grades and the rest might disappear.

Dealing with the Issues

There is a great deal more to articulation and transfer than facilitating movement of students from community colleges to senior colleges or simply transferring course titles and numbers among institutions. Colleges and universities, state systems of higher education, and even state elected officials are becoming increasingly concerned about transfer and articulation issues and they are developing procedures to deal with problems that arise. In some states there are legislatively mandated requirements governing acceptance of transfer students. In other states procedures include policies imposed on institutions by state systems, suggested guidelines established by special committees representing all of higher education in a state, and voluntary agreements between two or more institutions or departments or schools with institutions. This increased concern about smooth and fair procedures for student transfer is significant, especially in light of the concurrent increasing variety of programs and the greater numbers of students choosing among the many options available in higher education. The next section of this report describes how six states in the Southern region have dealt with these issues.

STATEWIDE APPROACHES TO SOLUTIONS

At the time of the workshop there were six states in the 14-state SREB region with statewide procedures or guidelines to facilitate institutional articulation and student transfer. These approaches can be grouped roughly into three general categories.

Florida and Maryland have formal standards adopted by the state board responsible for higher education. These formal standards were developed at the direction of the state legislatures and all public institutions are required to follow them.

Advisory guidelines have been established by special statewide committees in North Carolina and Virginia. Members of these committees represent all types of institutions in the state. In neither state are institutions required to follow the guidelines.

The states of Georgia and Texas each have established a core curriculum to be followed by all institutions. In Georgia the core curriculum is required by the Board of Regents and in Texas it serves as a guideline which institutions are encouraged to follow.

While these statewide plans and guidelines can be placed into these three groupings, no one of these states handles articulation and transfer exactly like any other. What follows in this section are brief reports given at the workshop on ways in which these six states of the region have attempted to deal formally with transfer issues at the state level. The descriptions show that each state must take into account its own needs and circumstances and then develop plans and guidelines accordingly. A related issue that emerged in the conference, not addressed by those individual developments, regarded the lack of interstate approaches and agreements as today's mobile students transfer among institutions throughout the region and nation.

Various reactions to these state approaches were reported during the workshop. Of concern to a number of participants was the question, "Do some solutions to articulation and transfer problems result in rigidifying the educational process?" Some participants felt that education today needs greater flexibility on the part of all institutions and that articulation and transfer groups must be careful not to inhibit positive change with institutions

and programs. The Florida procedure of transferring programs rather than courses seemed to some participants a positive way to allow flexibility within individual institutions.

Some participants urged caution in going too far too rapidly with setting up articulation and transfer guidelines. One remarked that the first concern should always be "preserving the integrity of the institution and of the degree, no matter what the policy." Others suggested that in the rush to accomodate the transfer student, some institutions may be inadvertently discriminating against their native students by simply accepting any student who wants to transfer in without regard to the requirements or standards of the institution from which he is transferring. Another concern was expressed about the notion that "two plus two always equals four," particularly in reference to the relatively new concept of "inverted degree programs" in which students complete a technical program first and then transfer for general education. The question raised was whether these students really get four years of worthwhile experiences and whether the meaning of the degree is being preserved.

It also was suggested that it may be a mistake to think that articulation and transfer problems involve merely educational institutions--specifically the sending and the receiving institutions. It was pointed out that state and professional certification requirements as well as accreditation often enter the picture. Some participants felt that dual certification requirements for some programs, that is, the need for those programs to be accredited by both regional and professional accreditation bodies, interferes with efforts to reduce barriers to movement.

Perhaps the most important point workshop participants seemed to agree on was that despite whatever formal agreement might exist in a given state--a core curriculum, formal regulation, or simply a voluntary working arrangement--the important thing is not the product so much as the process of arriving at the agreement. The cooperation evidenced between the various institutions of higher education as they work toward common solutions to these problems is perhaps the most significant point of the effort. In addition, it was agreed that these approaches work primarily because the institutions and the people involved make them work rather than because of formal documents or enforcement procedures.

FLORIDA

Marshall Hamilton
Director of Matriculation Services
Florida State University

I would like to preface my remarks with a statement which I want all of you to think about for a moment: "It makes no sense at all for a state to establish a system of higher education and then penalize students for going through the system." But we have penalized some of our students for going through some of our systems, and I think as professionals we have some responsibility to try to eliminate that situation. I don't think anyone really wants to penalize students, but we get so concerned about other matters that we fail to realize just what our chief objective is: helping students.

In 1957, the Legislature of Florida decided on a new plan of higher education. It was a time of rapid development in Florida--the population was snowballing--and the only way out, we felt, was a statewide system of junior colleges. It was planned that the state would be divided into 28 districts, and, with the completion of the system, more than 99 percent of the people of the state would be within commuting distance to a community college. It was further stated that the junior colleges would have the prime responsibility for lower division education and occupational education while the universities would have prime responsibility for upper level and graduate education.

The Board of Regents supported this plan for the universities. Four of the nine universities are upper division universities which begin with the junior year. All of the universities that do accept freshmen are limited in the number they can accept. So the system that was established by the Legislature and supported by the Board of Regents in effect requires most of the students graduating from Florida's high schools to enter the higher educational system through the junior college.

In order for us to eliminate the problems of transfer, we developed an articulation agreement back in 1959. It was an agreement between the public junior colleges and the public universities. I submit that this was the greatest step forward Florida has ever taken in the matter of helping transfer students. The document was

developed in 1959 and updated very substantially in 1971. Since that time it has been under constant review, interpretation, and change.

In 1957 when the state plan for community colleges was implemented, it was my privilege to be selected as president of one of the six junior colleges given priority by that 1957 Legislature. At that particular time, there were only three state universities--The University of Florida, Florida State University, and Florida A & M University. Because of the customs of the times, the students in my school would only transfer to the University of Florida or Florida State University. We were located about half-way between these two institutions. When I arrived on March 1, 1958, eager to establish the North Florida Junior College, we were anxious that our students have no problem in transferring to the universities and set out to establish a general education program that would readily transfer to both institutions. We studied the requirements of the University of Florida and found, among other things, that their program required a course in American Institutions. Then we looked at the FSU program and found that they weren't at all interested in American Institutions; they felt that Western Civilization was a proper course for general education. It soon became obvious that there was no way for us to establish a single program of general education that would transfer to both universities. In fact, our very first catalog back in 1958 had two programs--if a student wanted to go to the University of Florida he took one, and if he wanted to go to Florida State he took the other. Then we immediately got into trouble with the private universities in the state who said that we were trying to direct our students into these state institutions. And indeed, I suppose we really were without intending to do so.

Remember we were having this problem back in 1958 when there were relatively few junior colleges and only two state universities to which we could send students. Think what a problem we would have today, had we not somehow solved it, with nine universities and 28 junior colleges. It became very obvious in those early days that something had to be done. The junior colleges simply did not have the resources to establish the many avenues of general education that would have been required to match those in the number of universities contemplated for the state. We must recognize, too, that this was a time of rapid growth of the junior colleges in Florida.

Every year more and more students were entering, and by 1965, about two-thirds of all the high school graduates who went on to college in Florida entered a state public junior college.

Through a lot of hard work and dedication we hammered out an articulation agreement by 1959. It consisted of just three paragraphs which I would like to present because I think it is significant and somewhat different from the approach the other states have taken. It reads:

> Each public institution of higher education in Florida, that is, each state university and each community junior college, is encouraged to foster and promulgate a program of general education. This basic program for students working toward a baccalaureate degree should involve not fewer than 36 semester hours of academic credit (that's the only reference to the requirement).
>
> The institutions are encouraged to exchange ideas in the development and improvement of programs of general education. The experience already gained in the established state universities and community junior colleges will be of value while the institutions are to work cooperatively in the development and improvement of general education programs. Each institution has a continuing responsibility for determining the character of its own program.

The third paragraph is the essence of the entire agreement. It reads:

> After a public institution of higher learning in Florida has developed and published its program of general education, the integrity of the program will be recognized by the other public institutions of Florida. Once a student has been certified by such an institution as having completed satisfactorily its prescribed general education program, no other public institution of higher learning in Florida to which he may be qualified to transfer will require any further lower division general education courses in his program.

Do you see the significance of this? It is that we were not transferring <u>courses</u>; we were transferring <u>programs of general education</u>. As the whole document says, we were encouraging institutions to try new things in general education; we felt this would help prevent

stagnation. This would permit colleges to experiment and to look for new approaches. When the general education program met the 36 semester-hour requirement, and the program was published in the college catalog, the students completing the requirement were presumed to have completed general education requirements for any other public institution in Florida. I submit that this was a tremendous step in university-junior college articulation. When a student completes this portion of his education, his transcript reads "General Education requirements completed," and this is all he needs to satisfy general education requirements at any public institution of higher education in Florida.

That agreement served us well for a good many years, but as time went by and the number of students expanded, it became apparent that there were problems. It became obvious that transfer students were not being treated the same as the universities' native students. Under the statewide program, the junior colleges, in essence, had almost become the lower division of the universities, yet there was some discrimination that had not been overcome. For example, when a student received two or three "D" grades in his work at a junior college, he would not be given credit when he transferred to a state university. But if he entered the university as a freshman and got two or three "D's" during his lower division, he was able to use them for credit toward graduation.

Another form of discrimination was that when a student entered the university as a freshman, he could graduate under the catalog in effect at the university at the time he entered. But a junior college student who prepared his program very carefully using both the junior college and university catalogs, might find that by the time he got to the university, the lower division requirements had changed and he had to adjust to the new requirements.

Another problem that faced the junior college student was not one of university making. The junior colleges advertised themselves as "second chance" institutions, offering a chance for a student to begin anew. A great many students started at the university, got into the social swirl and found themselves in academic difficulty. They would sometimes drop out without officially dropping, and then ended up with terrible records. After four or five years, perhaps after having been in the service, married, and becoming more mature, they would enroll in a junior college, a second chance institution, and do well.

Then when they wanted to transfer back into the university, they would find they could not do so because the university would average all of the grades together, the good along with the bad, and the combined grade point average would be below requirements.

The junior colleges however had adopted a plan of forgiveness--if a student repeated a course, he was held accountable for only the last time. So, after being given a second chance and getting through the junior college, students frequently were frustrated because they could not go on from that point because of an earlier record.

These and other problems were mounting, so a great many attempts were made to update the general education agreement. Many councils were involved and many task forces and legislative leaders prodded us. In 1971, the junior college division of the State Board of Education and the State University System Board of Regents agreed to the new document which was adopted officially by the State Board of Education on April 13, 1971. This document, the new updated articulation agreement, addressed itself to many of the particular problems described above. It was much more extensive and it has been added to since that time. The agreement consists of 11 sections that deal with the following topics:

Section 1 - General Education
Section 2 - Definition of Associate of Arts Degree
College Level Examination Program Amendment
Section 3 - Responsibility for General Education Requirements
Section 4 - Pre-Professional Course Responsibility
Section 5 - Admission to Upper Division Programs Which Are Competitive Due to Space or Fiscal Limitations
Section 6 - Other Associate Degrees and Certificates
Section 7 - Publication of Upper Division Requirements
Section 8 - Statement of Lower Division Prerequisite Requirements
Section 9 - Standard Transcript Form
Section 10 - Experimental Programs
Section 11 - Articulation Coordinating Committee

I would like to elaborate on just a few of these 11 sections. The first section reaffirms the articulation agreement of 1959, which I think is important

because it described general education as a program. The balance of the document defines the Associate in Arts degree as a transfer degree, and all of the stipulations after section two refer to the students' completing this degree. But I want to point out that section one still prevails and a student may transfer his general education requirements even though he does not complete the Associate in Arts degree.

Section two covers a number of items, but among them is one dealing with the transferring of "D" credit. For all students having a 2.0 average or better, "D" credits will transfer. It also establishes a forgiveness policy on all transfers from the junior college to the university. Students completing the Associate in Arts degree from Florida public junior colleges are automatically eligible for admission to the state universities.

Section five assures that junior college transfer students will be given an even chance of being admitted to quota programs at the university. A quota program is one in which there are many more applicants than can be accommodated and therefore the university finds itself in a position of having to select students from a number of qualified applicants. Under this provision the university is not permitted to discriminate against junior college transfers. The university must establish the criteria by which it will select students and the criteria must be filed with the state coordinating committee.

The eleventh provision provides for a coordinating committee for articulation policies to include representatives from the universities, the junior colleges, and the commissioner's office. This committee has a great many responsibilities, but one of its chief functions is to act as a "supreme court" in case of disputes. It has settled disputes between a university and a junior college, between a student and a junior college, and between a student and a university. This is the heart of the articulation agreement. The whole agreement is workable because there is the opportunity for the articulation committee to serve as a court of appeals and settle disputes that are certain to arise in interpreting any document.

MARYLAND

Eugene Stanley
Senior Staff Specialist
Maryland Council for Higher Education

First of all, let me say something about the general background of the Maryland situation as it affects the problems of articulation. Maryland's higher education system is divided into what we call the tri-partite structure, in which we have the university, the state colleges and the community colleges in the public sector, and institutions in the private sector. Public Law 77 in Maryland has to do with the Maryland Council for Higher Education, which is a coordinating board with powers only to recommend certain policies and practices which ought to be followed by the individual coordinating and governing boards of the segments.

There are three boards to which I make reference other than the Council itself. There is the Board of Regents, which governs the University and its several campuses, including the university college which has no campus as such, but which provides education all over the world, perhaps more extensively than any other university in our land. In the case of the state colleges, we also have a governing board called the Board of Trustees of the State Colleges, which presides over six public state colleges. There are two additional colleges which are not yet under the Board. One of these, the University of Baltimore in Baltimore City, is coming under the Board effective January 1, 1975. Not yet in, but persistently recommended by the Council for inclusion in the State College System, is St. Mary's College in Southern Maryland, which until recently was a junior college and graduated its first seniors only a couple of years ago. Then we have a Board which "governs" the community colleges, governs again in quotation marks because this also is a coordinating board. The community colleges are in fact governed by local boards of control and so the board for the community colleges is in a position similar to the Council itself. Among other things, it has powers to recommend, to guide, and to do some planning.

In the midst of this diffusion of authority, the Council is expected to operate as a coordinating body. I was privileged to join the Council in 1967, at a very

fortunate time when a staff of about four or five decided that it would write its own Master Plan without the use of consultants from outside sources and then "float" it out to get feedback from the "public at large." Suffice it to say, that was an exciting adventure.

We completed the first phase of the Master Plan in 1968. Its recommendations dealt with various aspects of articulation. One suggested specifically that a receiving institution treat the transfer student with the same kind of equality and fairness, academically, probationary or otherwise, that it afforded its native students. Though there was no authority in these recommendations they were generally accepted.

At about the same time, however, there came into the office some letters from students complaining about the failure to have credits accepted when they had transferred from one institution to another. Before long several U. S. Congressmen got into the act because these students were knowledgeable enough to write their congressmen, who subsequently wrote to the Council saying, "Do something about this problem." Immediately the Council formed a Council Committee on Articulation.

At this point I should say that the Council is constituted by representatives from the three segments of public higher education--the university, state colleges, community colleges, the private institutions, and also includes individuals who represent lay interests.

It was decided by the Council that the Committee on Articulation should be composed of three representatives from the university, state colleges and community colleges. When the committee was formed, it held a series of meetings on problems of articulation, first with community college representatives then with the state college and finally university representatives.

A study of the movement of students between and among all of the institutions in the State of Maryland was then launched. That study is still underway and the information contained therein is the property of the Council because it is the body designated to collect, collate and assemble all kinds of information.

But that was not sufficient; the fact that the study was underway did not relieve the mounting pressures to solve some of the problems of articulation. The legislature designated the Council in the next session

"to set the standards governing the transfer of credits" and the Council immediately established a new committee. That committee consisted of representatives from the three segments of higher education as well as the state department of education and the private schools. The committee worked for approximately a year and developed a statement of policy on articulation and transfer, effective in September, 1973.

Where do we go from here? One of the things going on recently is a series of meetings with representatives of the community colleges and state colleges conducted by the Articulation Officer of the University. Decisions are being made detailing which courses will be acceptable for transfer from anywhere in the state to the several campuses of the University. There have been 15 or so of these meetings, and a report was submitted recently to the Council staff concerning their progress.

In addition, I was privileged to speak to at least two statewide group meetings, geographers and English teachers, with respect to matters of articulation. In these meetings we tried to get into some of the "nuts and bolts" of the preliminary elements of transfer. We recently have held meetings of representatives of the segments of higher education on the exchange of data and decided at least on a minimum of data to be transferred among the institutions as mandated in the policy statement.

Another step that has been taken is an enlargement of the original three-member Council Committee on Articulation. We have added three other persons representing the three public segments, all of whom are retired and are very knowledgeable about matters of articulation. I will be serving the Committee as staff.

Some of the immediate next steps to be taken have to do with developing in detail the procedural aspects of the petition that a student can submit to have an articulation problem resolved. We also are conducting a study of allied health sciences and we are gathering data and are likely to get into the development of some tandem curricula that will allow easier transfer of students from the junior colleges to the senior colleges in these fields. I anticipate some exciting times in the months ahead as we get involved in this.

NORTH CAROLINA

John Corey
Assistant Vice President
Student Services & Special Projects
The University of North Carolina

The problem of articulation in higher education stems from two factors, the diversity and the autonomy of universities and colleges. We have this diversity and autonomy, of course, because the American system of education is decentralized. Constitutionally, education is a state function. The state itself has further decentralized that function, largely by delegating authority to individual institutions. Such delegation has left the institutions free to proceed individually to respond to educational needs. The result has been extreme diversity among the institutions in our country, our regions and our states.

In North Carolina for instance, there are over 100 different kinds of institutions beyond high school which vary in historical origin, purpose, student background, admissions requirements and instructional quality. Linking these differences with the independence of operation by each institution, one easily understands the development of the variety of academic programs and admissions procedures among our institutions. Many benefits are derived from this system, as are many problems, especially in reference to the transfer student.

A study of the transfer policies of North Carolina senior colleges in the early 1960's concluded that the variation of policies constituted serious obstacles to the smooth transfer of students from one institution to another. The study showed several things. For example, many senior colleges imposed a limit on the number of transfer students they were willing to accept; some senior colleges would accept only one year of work done by transfer students; most senior institutions refused to grant credit to transfer students for work with "D" grades but would give credit to their native students for "D" grades; some required a "B" average or higher for transfer students, and other institutions arbitrarily reduced grades of transfer students to "C" value. Technical education was not accepted back in the 1960's, nor would credit be given for experience,

and general education at the senior institutions varied widely in subject matter, content and credit hour requirements. In summary, the 1960 study of North Carolina senior college transfer policies showed variation to be the most conclusive finding. A consequence at that time was that transfer students too often lost much time and money.

Since the 1960 study was made, the transfer problem in North Carolina, I am pleased to report, has been dramatically alleviated. The alleviation has occurred largely because there are more places in our colleges for students and because of the existence of a statewide, centralized mechanism which addressed itself to problems of articulation in the state and recommends solutions. This mechanism is the Joint Committee on College Transfer Students. The special significance of the Joint Committee is that it has provided a vehicle for communication among all institutions in North Carolina, both public and private, two-year and senior. Even though proprietary institutions have not been pushing to participate, I feel they will be coming in soon because they are rapidly moving into the higher education sector with some of the provisions of the 1972 higher education amendments.

The work of the Joint Committee does not constitute a state plan or a formal agreement among institutions, nor a mandate for institutions. Rather, through open communication it provides guidelines which are recommended to institutions for acceptance on a voluntary basis. Its work is notable for its demonstration of cooperation without coercion.

The Joint Committee was created in 1965 by the four groups in the state representative of all education beyond the high school. The four groups were the Association of Colleges and Universities, representing both public and private schools; the State Board of Higher Education, at that time responsible for planning and coordinating major functions and activities of higher education in the state; the State Board of Education, which was responsible for planning and coordinating public two-year community colleges and technical institutes; and the Association of Junior Colleges, representing both public and private two-year colleges. One of these sponsors, the State Board of Higher Education, was abolished in 1972, and was replaced by the newly-created Board of Governors of The University of North Carolina, which now governs the 16 public senior campuses.

The Joint Committee on College Transfer Students consists of 12 members, four from each sponsoring group with staggered three-year terms. Each sponsoring group annually appoints one new member to replace an out-going member and there is an ex-officio member from each of the sponsoring groups on the Joint Committee. The General Administration of The University of North Carolina provides the secretariat for the Committee as part of its statewide coordination function.

The initial charge to the Joint Committee in its role of addressing the mounting transfer question was to develop and recommend articulation guidelines in the traditional academic areas which would be commonly acceptable among all institutions. That major undertaking was begun in 1966 when the Joint Committee initiated a statewide study of articulation involving both two-year and senior institutions. The study was conducted by nine sub-committees consisting of more than 800 North Carolina educators from both junior and senior college levels. The recommendations for better articulation were developed in the areas of biological sciences, English, foreign languages, humanities, mathematics, physical sciences, and social sciences and in admissions procedures. In 1967 the Joint Committee approved the sub-committees' recommendations and they were subsequently published.

Since then, the Joint Committee has continued to function on an on-going basis. Its purpose has been to redefine as needed recommended guidelines and to develop new ones as the situation warrants. Last fall, for example, the 1967 guidelines were revised and new ones developed in the areas of business, fine arts, and the transferability of credits obtained through varied testing systems and atypical methods, which stem from innovative programs. The revision, entitled Guidelines for Transfer, was published by the General Administration of The University of North Carolina at the request of the Joint Committee.

The work of the Joint Committee precipitated another publication called Policies of Senior Colleges and Universities Concerning Transfer Students from Two-Year Colleges in North Carolina, in which the transfer policies of each of the senior institutions are published in one book. This was prepared so that a student wanting to know about transfer policies would not have to go to 40 or so senior college catalogs, but instead can look

in one book for any senior college admissions policy regarding transfer.

The Joint Committee annually sponsors articulation conferences for the two-year and senior institutions, so that through better communication each can understand the other's programs.

The Joint Committee also encourages The University of North Carolina General Administration to collect and annually to publish data on undergraduate transfers in North Carolina colleges and universities. These data show the total transfer student enrollment in the state, as well as the number of transfer students each institution receives and sends.

In early 1970, the Joint Committee requested that a study be made of the performance of transfer students in colleges and universities in our state. The purpose of the study was to answer the question: How well do transfer students perform academically in receiving institutions in our state? A pilot study was completed in the fall of 1971; it has since been updated and expanded on an annual basis by The University of North Carolina General Administration. The annual updating serves as a potential check and balance against excessive transfer of poorly qualified students and is one method of evaluating how well transfer students perform in receiving institutions. This information, however, is handled on a confidential basis and is made available to individual institutions on request.

There are two major articulation problems remaining in our state. We are currently addressing both of them. One is the development of a recommended general education program which might be accepted in toto by institutions. We have made recommendations concerning the disciplines individually but we have not attempted to suggest a packaged general education program for transfer. A new sub-committee of the Joint Committee has been established with the charge of recommending this package. We hope the endeavor will be successful.

The other remaining transfer problem concerns technical education. We have about 40 technical institutes in the community college system of our state. These institutions maintain that much of their offering is on the college level and they want credit for it to be transferable to senior colleges and universities.

VIRGINIA

Don Winandy
Programs and Research Administrator
Virginia State Council on Higher Education

To set this brief report in a general framework, let me begin by saying that in the 1973-74 academic year the public institutions of higher education in the Commonwealth of Virginia had approximately 24,000 applications for transfer from both in-state and out-of-state students. We offered admission to some 20,000 of those, and enrolled 15,000 transfer students. The number of transfers from community colleges who had completed two years of work is relatively small in Virginia and accounts for only approximately 20 percent of the total number of transfer students admitted. In '73-'74 we probably had only about 8,000 students in that category and only 3,150 of those transferred with junior status. Nevertheless, the major focus of our transfer efforts in Virginia has been on the articulation between two-year and four-year colleges with the hope that in most cases the student would have completed two years of work in the community college before going on to the senior college.

The efforts of the Council of Higher Education in the area of articulation began in 1967 with the establishment of a committee called the Articulation Advisory Committee. The committee is now called the Admissions and Articulation Advisory (AAA) Committee. Two committees were merged when most of the initial admissions problems were solved with the open door opportunity developed by the community college. The right to set admissions requirements resides with the respective Boards of Visitors; the State Baord of Community Colleges controls the State Community College System. So we are working with 14 different Boards of Visitors at the same time. Nevertheless, the Admissions and Articulation Advisory Committee, which is composed of people who are the power structure in the admissions area, established a set of guidelines for transfer in 1967 and have revised them twice since then. Those guidelines play a very influential part in the 1974 Virginia Plan for higher education.

Let me quickly tell you something about the guidelines and what they mean. First, they are written as

"shoulds" rather than as "musts" because we do not have the authority to impose admissions requirements. Second, the AAA Committee, and the presidents of the institutions, as the General Professional Advisory Committee to the Council, all agreed that they would make every effort possible to follow these guidelines.

Let me just present a few of the guidelines. One states,

> Four-year institutions and two-year colleges should work jointly and establish systematic procedures to provide counselors and advisors with current and continuing information on current courses and curriculum changes, requirements for admission, student characteristics, student services, and performance of transfer students.

For the most part that is being followed, even though admissions requirements vary a great deal.

> Transfer students should be given the option of satisfying the graduation requirements which were in effect at four-year institutions at the time they enrolled as freshmen in the two-year institution, subject to conditions and qualifications which apply to native students.

For the most part that also is being accomplished. This is a simple thing, not often thought of, but it can create a great deal of distress, particularly when you do have as good a counseling program as exists in our community colleges. Naturally, the only guide the student has is the existent catalog of a particular institution when he expresses the intention of transferring to a specific university.

For as long as I have been in Virginia, I have emphasized the second part of the following guideline rather than the first.

> The evaluation of transfer courses for four-year institutions should serve to inform the individual student at the time of admission how far he has advanced toward his degree objective and what residence and subject requirements must still be met.

I have always felt that it is a simple thing to tell a student he has 90 hours of credit and then "sandbag"

him after his first semester and tell him he still has to take 60 more hours. So, I think that what we are working toward is a very clear statement at the time of admission that outlines the requirements the transfer student will need to complete in order to get a degree at the senior institution, provided he follows his projected course of studies; the same assurance an entering native freshman would receive in the paradigm of the curriculum in the catalog. Now, if the student changes his or her mind, there will be a problem, but one shared with other people who change their minds and who have never transferred. It is just like a student who is studying chemistry; if he decides to switch to English literature, he has problems.

> The satisfactory completion of an Associate degree transfer program should normally assure upper division standing at the time of transfer, although this does not unconditionally guarantee transfer of all credit.

We are working toward getting some unconditional guarantees for the associate degree graduate.

As a result of those guidelines and because of recommendations from the Admissions and Articulation Advisory Committee, we have put some material relating to articulation into the Virginia Plan, which is a new, broad statewide plan developed to pursue three basic goals--accessibility, excellence and accountability. In other words, it is aimed at answering these questions: How can we achieve for the citizens of Virginia accessibility to higher education? How can we continue to maintain an appropriate level of excellence in higher education? And how can we account for what we are doing?

The goal of accessibility has several areas that address themselves to the problems of articulation. Aside from all the fine language and statistics that are provided, the Council encouraged the Virginia Community College System to continue its present policy of accepting any person who has a high school diploma or is 18 years of age and able to benefit from a community college program. I don't think the community colleges could be any more liberal than they already are in accepting almost anyone who comes. There are some restrictions in the nature of counseling relating to whether students need to take some sort of foundation,

prep or remedial courses before they go on to other areas, but certainly the opportunity is there.

The State Council of Higher Education also pledged itself to assist senior state-supported institutions in developing a plan which guarantees that all community college graduates holding the Associate of Arts or Associate of Science degree will be admitted to one of Virginia's public institutions in order to pursue a degree for which he or she is qualified. This problem is one which is being addressed system-wide because the state institutions in Virginia have always had varying admissions requirements. Some have a very heavy national clientele and, therefore, are very much more selective than others. I would like to see the transfer student get into every institution, but some institutions are easier to get into than others. That does not say that some have lower quality than others; we still have a problem with how to measure that factor.

The State Council will assist with developing a full credit transfer policy between the community college system and the state senior institutions for students holding the Associate of Arts and the Associate of Science degrees. I might add here that of the students holding the appropriate Associate degrees who applied for admission to our state senior colleges in 1973, 96 percent were admitted. The reasons for the rejection of the others probably are worth investigating, but at least we are coming near 100 percent acceptance.

The Council also will assist the community college system and the state senior institutions in developing a transfer policy for holders of the Associate of Applied Science degree. At present, the technical occupational curricula which are two years in length usually terminate with the award of an Associate of Applied Science degree, which supposedly is not transferable. But, certainly in the many fields which have to do with public service, such as police science, fire science and the allied health fields, transfer is taking place anyway. The Council now is saying that we ought to try to formalize processes because something is already happening. The nursing programs are already articulating, although that is a slightly different degree. Articulation also is taking place in other health programs such as cardio-pulmonary technology and medical lab technology, and in criminal justice. Virginia Polytechnic Institute and State University now has a Bachelor of Technology degree in their engineering

program to accommodate students from applied science associate degree programs. As a result a special subcommittee will review the AAS degree status and consider a policy of possible full transfer; we hope that we will be able to move pretty far.

I think the real solution to articulation is going to be through Regional Consortiums for Continuing Education which the Council of Higher Education has established. We presently have two institutions developing non-traditional degree programs as part of the regional consortium approach. The Council does not intend to approve them until they are wide open, and until they provide opportunities for every individual to get into them regardless of his background. Admission then will be on the basis of examinations, previous credit, different testing programs, the student's ability to prove his competency and to get whatever kind of education he wants, whether it is a heavily-structured program or a non-structured program, whether it is interdisciplinary, or whatever. As a matter of fact, the first institution that has made a proposal which we are working on right now has said that it will take any student who has any kind of training in the community college whatsoever, whether it be in automobile mechanics or in sophisticated mathematics. Although the Council cannot control admissions policies in general, the General Assembly has charged us with the responsibility of creating new degree programs--non-traditional degree programs. And, since we have degree program approval or refusal status, it is in the composition of these degrees at the Bachelor's and Master's levels that we will be able to control a favorable situation.

GEORGIA

Lloyd Joyner
Director of Admissions and Registrar
Georgia Southern College

The transfer student today is faced with problems that few of us encountered as undergraduate students. We have become sympathetic with the transfer student as evidenced by the concern over the problems he faces. I want to give you a summary of efforts being made in Georgia in the interest of transfer students. Two major committees are responsible for articulation of students from secondary to postsecondary education and for articulation of the junior college transfer to the senior college. It is my priviledge to serve as chairman of both committees.

The Georgia Education Articulation Committee coordinates high school/college relations and is composed of representatives from the major professional education associations of the state. All public, private, junior and senior colleges and universities, hospital schools, and vocational/technical schools participate in a program of hosting counselor workshops and regional fairs throughout the state. The Georgia Articulation Committee coordinates visits of the senior colleges to junior college campuses throughout the state. Most of my remarks will be confined to the articulation of transfer students among colleges and universities in Georgia.

The Georgia Education Articulation and the Junior College/Senior College Articulation Committees are concerned with the transition of students from secondary to postsecondary institutions and mobility of students from institution to institution in the private and public sectors of non-proprietary education. A third professional group involved in solving problems of transfer students is the University System of Georgia Transfer Credit Committee of which I have been privileged to serve as a member for seven years.

Because of increased movement of students in and out of institutions of higher education, the expansion of junior colleges, and the increased mobility of the student population, transfer of college credit among institutions has become of critical importance in the

efficient operation of the University System of Georgia.

A Commitee on Transfer of Credit was appointed by the Chancellor on January 20, 1966, to study this area and make recommendations. Two major charges were made to this committee. The first was to identify specific courses that were numbered and classified at different levels by the various units of the University System, and to recommend the level at which these should be accepted as transfer credit. The second charge was to analyze lower division courses required by various senior units for baccalaureate majors, and where these requirements differ, to propose a solution which would facilitate the transfer of credit among all units of the System.

It was a long journey from the first meeting of the Transfer of Credit Committee to the time an agreement had been reached in the University System. The Committee had the assistance not only of the Chancellor's staff but also of the System Advisory Council and the various academic advisory committees which report to the Council. Each discipline offered in the University System is represented by an academic committee and each institution which offers courses in a particular discipline has membership on the committee. Academic committees, therefore, had a part in the formulation of the core curriculum. The Transfer of Credit Committee was charged with overseeing, clearing and recommending the changes in the core curriculum as finally developed.

Briefly, the core curriculum for the University System of Georgia requires 90 quarter-hours (we are on the quarter system) of academic subjects plus 10 hours of health and physical education to constitute the lower division. The core requires 60 quarter-hours in four areas of general education to be completed by all students. Of the 60 hours, 20 are required in Area I, the humanities, including, but not limited to, grammar, composition and literature. Area II consists of 10 hours in mathematics and natural sciences, including, but not limited to mathematics, and a 10-hour sequence of laboratory courses in the biological or physical sciences. Area III consists of 10 hours in the social sciences, including, but not limited to history and American Goverment. Area IV consists of 30 hours in or appropriate to the intended major of the individual student.

Each unit of the University System decides which

20 hours in Areas I, II, and III, and which 30 hours in Area IV their native students must complete. For example, the hours required of a student at the University of Georgia may be different from those required at Georgia Tech or one of the junior colleges. However, students who transfer among units of the University System must not be penalized by loss of credit. The core curriculum assures the acceptance of transfer of 60 quarter hours in general education and 30 hours in a major area any fractional part thereof. That is, if a student transfers only 10 hours in a general area he must complete 10 additional hours as required by the receiving institution. An attempt has been made to preserve the maximum possible degree of institutional autonomy.

The core curriculum has been in effect since 1969. Each institution in the University System is encouraged to review its core curriculum and the Transfer Credit Committee reviews and approves changes before they go into effect. This Committee does not mind rejecting proposals if they do not follow the guidelines of the core curriculum.

When a student transfers from one unit of the System to another, if he does not change his major and has taken courses appropriate to his major at his native institution, he does not lose credit. A Registrar's Handbook, which is revised each year, describes the core curriculum for each unit of the System and the evaluator at the receiving institution refers to the handbook to determine the extent to which the student has completed requirements in each of the four areas. Usually the junior college graduate has satisfied requirements in all four areas.

Having been closely associated with transfer students and their problems, I can say that the System, from the Chancellor on down, is very concerned that students not face problems regarding the transfer of credit. There is no doubt that acceptance of core curriculum units is expected and required of each institution in the Georgia University System. In addition, institutions like my own, Georgia Southern College, work very hard to establish articulation agreements with the private junior colleges in Georgia as well as out-of-state junior colleges from which we receive students. As a matter of fact, transfers from private and out-of-state institutions fare as well as those from within the System.

TEXAS

Raymond Hawkins
Director of Community College Programs
Coordinating Board
Texas College and University System

As of September, 1973, public higher education in Texas included 23 senior colleges and universities, 4 upper level universities, 3 upper level centers, one lower division center, 47 public community junior college districts operating 52 campuses, one public technical institute with 4 campuses, 5 public medical schools, 2 public dental schools, other allied health and nursing units and a public maritime academy. In the private sector we had 37 senior colleges and universities, one law school, 8 junior colleges, 2 medical schools, one dental school and 2 medically-related units. That gives you an idea of the size of the articulation problem in the state of Texas. I sometimes wonder if we're not trying to outdo one another with all of the various kinds of institutions we have in the state. It does create a number of problems, however, and it appears that some of these problems only recently have come to the forefront.

First, I would like to make a few comments about junior college to senior college articulation. Historically, junior-senior college articulation agreements in Texas were negotiated between institutions. Even with the modifications brought by the core curriculum concept, this voluntary system still appears to be favored over state intervention. There is an increasing trend in Texas for the various senior colleges and even specific departments within those colleges to set up conferences with the junior colleges in the geographical areas from which they draw most of their students to improve articulation among those particular institutions. However this is not to say that the core curriculum concept is dead. Indeed, I can report that it is alive and well in Austin and across the state where considerable efforts are being made to enhance the viability of existing core programs as well as to develop and recommend new ones.

The legal authority for the core curriculum concept is contained in the Coordinating Board's authorizing legislation. The statute creating the Coordinating Board

directs it to develop

> a basic core of general academic courses which, when offered at a junior college during the first two years of collegiate study shall be freely transferable among all public institutions of higher education in Texas who are members of recognized accrediting agencies on the same basis as if the work had been taken at the receiving institution.

As if to prove the seriousness with which they intended that directive, the legislature has a habit of reiterating that point at least biannually in the appropriations act. For example, in the most recent appropriations statute there was a rider which conditioned monies appropriated to the Coordinating Board for the development of what was called a management information system, which we later changed to an educational data center. Nonetheless, the money to develop and operate that system was appropriated with the condition that the Board collect data on degree requirements at the public junior and senior colleges in Texas. Thus all courses will be fully transferable between institutions and will count toward the same degree in any public college or university in the state. And, if you will pardon the reiteration, the point is that in addition to the voluntary system which seems to have worked well, there is a statutory requirement both on the state agency and on the institutions themselves to work toward this concept of fully and freely transferable work.

Soon after its creation in 1965, the Coordinating Board enlisted the assistance of the Association of Texas Colleges and Universities to help develop the first core curriculum, because that organization included representatives of all institutions of higher education in the state, public and private, junior and senior. As a result of that work, three general curricula groupings were adopted as the core program by the Coordinating Board in 1967. These three groups are arts and sciences, business administration (including accounting), and engineering.

Principles of articulation found in the core curriculum document include, first of all, the phrase "freely transferable," This is interpreted to signify that course credits that really are freely transferable must apply toward degree requirements at the senior colleges. Second, since baccalaureate degree requirements vary widely, the core curriculum also should vary from major to major,

and I think this is the case. Third, the Coordinating Board states clearly that senior colleges should be allowed to innovate or experiment with curricula, course content and teaching methods, and that junior colleges should be allowed to offer additional courses beyond those listed in the core. I think this points up an important consideration related to the whole area of articulation, and that is that such agreements should not be designed to impede or hinder innovation on the part of either institution.

From the time of their effective date, which was September 1, 1968 until February, 1972, no further core programs were adopted by the Board although a considerable amount of developmental work was done by the Association of Texas Colleges and Universities, especially in the fields of agriculture, education and the fine arts.

Recently, however, there seems to be a resurgence of activity relating to the development of core curricula. A major breakthrough was achieved in February, 1972, when upon the Association's recommendation, the Coordinating Board adopted a core curriculum in law enforcement education. The significance of this step, in Texas at least, is that public junior college courses and programs in law enforcement were and continue to be approved and funded as an occupational curriculum under the auspices of the Texas Education Agency, which is the state board for vocational education. The senior colleges across the state now agree on 21 hours of core courses in law enforcement, plus a liberal arts sequence, as fully transferable to the baccalaureate level in law enforcement and/or criminal justice programs. This really represents a "heady stride" in our state toward the implementation of the much needed ladder concept, as some refer to it, in the various professional fields in the social service areas.

In a similar vein, the select core curriculum committee on fire science education is working also under the guidance of the Association. Additionally, the consideration of transfer of credits from associate degree nursing programs to baccalaureate programs, to nurse aids and to LPN programs is presently underway in a three-year study supported by the National Institute of Health. We expect a report of that study in the summer of '74 and hope it will receive wide distribution and dissemination. A study aimed at the development of ladder concepts in the various allied health fields also is underway and we expect that report this summer also. The preliminary

indications are that this study has been very helpful already. Several problems have been identified because of licensure requirements, but we are hoping to work through some of those.

More recently the Board adopted a core curriculum in art which was recommended by the Association of Texas Colleges and Universities in conjunction with the Texas Association of Schools of Art. This brings to five the number of core curricula in force and more are on the horizon as study continues. For example, the Commissioner of Higher Education recently has reactivated a study group in agriculture which we hope will develop a core program.

Finally, and more generally, the Coordinating Board and the Texas Association of Colleges and Universities have joined forces for a statewide full-fledged study of the problems of transfer of credits from junior to senior colleges, between senior institutions, and from senior to junior colleges.

PROBLEMS OF ARTICULATION

James Wattenbarger
Director, Institute of Higher Education
University of Florida

The most frequently asked question when a new community college is established is, "Will my credits transfer?" or, phrased in a little more subtle fashion, it might be, "Will I get full credit for all the courses I take here at the community college?" More often than not, the community college has been forced into a defensive position, wanting to protect the students as well as its own reputation, and overreacts to these questions. The pressure for transferability has, in many instances, caused two-year colleges to become junior images of senior institutions, sensitive in particular to the parameters set up by the universities, bending over backwards at times to be imitative, and curbing any tendency for innovation and experimentation.

The early development of the community colleges, you may remember, focused upon the transfer function as the major concern, and for some community colleges and especially for some people working in community colleges, this function remains the major focus. The development of other community college functions actually complicates the situation as far as transferability is concerned.

Because of this very strong emphasis on transfer, a number of studies of the records of transfer students have been conducted over the years. In fact, there are more studies of that category than any other one phase of community college operation. These studies have concentrated mainly on the bookkeeping functions of transfer by comparing GPA's with GPA's, successful completion of courses with successful completion of courses, and degree requirements with degree requirements. All in all, these studies have indicated that, so called "C" students were "C" students and "A" students were "A" students in both levels of institutions. And with the exception of a regularly noted phenomenon called by some "the transfer shock," the records of students turned out to be very similar to those of other students in whatever colleges they attended. Grace Byrd, in the Fifty-fifth Yearbook of the National Society for the Study of Education, summarized all of these studies by pointing out first, that junior college transfer students may be expected to make grade point averages, except for the first semester after transfer, approximately the same as native students. Second, she pointed out that the transfer students tend to retain similarly relative scholastic standing before and after transfer, and third, that a major contribution of the community college is its ability to salvage students who would most likely otherwise be denied opportunity to continue their education. Finally, she made the point that as of 1955 there was adequate research completed to substantiate the quality of junior college

preparation. All in all, Byrd summarized her findings by saying that research proves that success in academic progress is more dependent upon the individual student than it is upon which college he attends.[1]

These studies, in spite of their research basis, made very little impression on the majority of senior college representatives, that is at least in terms of action. Students often found themselves at a distinct disadvantage when they entered a new institution after they completed the first two years of college work. Byrd, recognizing that her 1955 article didn't do the job, published another article in 1956. In this second article she pointed out that the major problems in junior-senior college relations had been solved, but that a few problems still persisted and sometimes new ones arise with new educational developments. She continued to call for coordination of policies and well-planned liaison work toward good relationships between institutions--recommendations with which no one could possibly disagree.

Ten years later, however, a new study of national import was available. In the time intervening, there were some new developments that Grace Byrd had not anticipated. The State of California, for example, described by many students of higher education as a model organizational structure, was not the sole model and the problems which no longer existed in California junior colleges loomed large in the newer community colleges in other states. So by July, 1965, a number of states had begun planned expansion of community college programs and more and more students were completing their first two years of baccalaureate education in the community college. The states which had previously followed the experience of California, such as Michigan, Illinois, New York, were not considered to be adequate models for development of long range policy for the new state systems that were developing in the late '50's. National leadership, as expressed through responsible professional organizations, faced these problems by the appointment of a joint committee on junior and senior colleges. This committee specifically represented three national organizations, the American Association of Junior Colleges, the Association of American Colleges, and the American Association of Collegiate Registrars and Admissions Officers. With grants from the USOE and the ESSO Foundation, this committee launched into a new national study of the transfer student which resulted in the publication which is familiar to all of you, From Junior to Senior College, co-authored by Knoell and Medsker.[2]

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[1]Byrd, G.V. "Preparation for Advanced Study" in N.B. Henry, (Ed.) The 55th Yearbook of the NSSE. Chicago: University of Chicago Press, 1956 (p. 85).

[2]Knoell, Dorothy M., and Medsker, Leland L. From Junior to Senior College: A National Study of the Transfer Student. Washington, D.C.: American Council on Education, 1965, 102 pp.

This study involved 10,000 students from 345 two-year colleges and 43 upper divisions of senior colleges and universities. The simplistic conclusions of earlier studies were both supported and modified. The means for predicting success, which was a goal of the study most people would like to have seen accomplished, was identified as a very complicated problem. Academic performance was described in terms which involved the student's own attributes in subtle relationships to those peculiar characteristics of the institution to which he transferred. In other words, it sometimes made more difference where the student transferred than any other one single factor. These conclusions pointed up the necessity for concerted action in most states. Individual states could make their own progress, but until there were universally accepted policies, there would be discrimination and examples of community college students being kept at some disadvantage. The joint committee, referred to above, summarized this position by publishing the 1965 statement of guidelines on articulation and transfer, which emphasized the need for concerted efforts to alleviate transfer problems.[3] The guidelines suggested basic principles for action which could be effected in such areas as admissions, evaluation of transfer courses, curriculum planning, advising and articulation programs, and the emphasis was on the development of formalized statements of agreement relative to these activities.

The most comprehensive current description of articulation efforts in the 50 states is that by Fred Kintzer in the book he very interestingly titled, Middleman in Higher Education.[4] Kintzer classifies three types of formalized agreements in this particular book. First, there are formal and legal policies for solving the problem; second, there are general policies which affect state systems; and then third, there are voluntary agreements among institutions. As we have seen and will continue to see, these forms are applied in different ways in different states. Approximately half the states at the present time appear to have developed some kind of articulation policy, each falling under one or another of the three categories that Kintzer lists. The remaining half of the states have taken some initial steps toward avoiding or solving transfer problems. At this time, most of the states without a policy do not have a large number of students transferring from community colleges or there are no community college systems within those states. Therefore, many problems can be handled on an individual basis and the senior institution generally evaluates credits and negotiates directly with each individual. It is apparent

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[3]Joint Committee on Junior and Senior Colleges of the Association of American Colleges, American Association of Junior Colleges, and American Association of Collegiate Registrars and Admissions Officers. Guidelines for Improving Articulation between Junior and Senior Colleges. Washington, D.C.: American Council on Education, 1966, 17 pp.

[4]Kintzer, Frederick D. Middleman in Higher Education. San Francisco: Jossey-Bass, 1973, 188 pp.

that the articulation problems of these states have not yet intensified, although undoubtedly we may predict that they will as more students become involved in transferring in those locations.

A general classification and summary of articulation and transfer problems we have identified might be helpful in determining a direction for the future. The review of the present state of the literature reveals at least four sources of articulation problems--first, the senior institutions; second, community colleges which cause problems; third, the student himself; and fourth, specialized accrediting agencies. All of these contribute to problems of articulation.

Some of the problems which can be attributed to senior institutions might be as follows:

1. General education requirements vary widely in different public institutions within a state, not to mention the complications of varied private institutions which have also developed general education requirements.

2. No matter what the research says, no matter how many times you say it, many faculty teaching in senior institutions question the ability of community colleges to provide quality education and they make wide, sweeping, derogatory generalizations based upon one or two students that they happen to have in class.

3. Many senior colleges will not accept course equivalents for transfer and still insist on strict course by course transfer procedures.

4. Some institutions still refuse to accept a "D" grade in transfer from some colleges but accept it from others.

5. Many senior institutions do not allot space for transfer students, and there is evidence that transfer students are neglected by financial aid officers, in student activities, and are forced to take second choice courses because sections are filled in earlier registrations, before the transfer student arrives. I know of one youngster who couldn't register for one single course that he needed for the first semester of his junior year because they had all been filled in early registration and were no longer available. It appeared as if he might just as well not even have gone to that institution, except in this particular instance, the university in question had a liaison officer who could help make arrangements and was able to get it all straightened out. If there had been no liaison officer, the student would have been in real trouble.

A second set of problems for transferring students you recall I mentioned is caused by the community college. Some of these problems are caused by:

1. Work offered in remedial courses by whatever name they are called. We more often call them developmental courses or by some

other subtle names that mean the same thing. These courses often are included as transfer credit on the students' records although senior institutions repeatedly say they will not accept such courses. Community colleges have been known to try to disguise remedial work which causes even more problems for the students.

2. Courses offered that are considered intermediate but taught without the base of the typical prerequisite courses. These are often included in the community college curriculum and then the student is not able to move into more advanced courses due to the lack of the full sequence of required prerequisites.

3. Courses which are vocational in concept but included as transfer credit on the transcript.

4. Courses that are usually taught in the upper division of the university are sometimes taught at the community college in sophomore programs and cause a great deal of difficulty for the student moving into the upper division.

5. Probably the most critical source of problems caused by the community college is the fact that there appears to be inadequate quidance for students regarding university positions and the transferability of certain courses. In spite of concerted efforts to organize counselling services in the community colleges so they will aid in the transfer function, there are apparently still many problems and counselling is not what we had hoped.

The third area responsible for problems in transfer is the student himself. Students change their minds; can you imagine that? Students change their minds year after year. They change their minds about a major field sometimes after they have had two courses, and even sometimes after they have had two years of courses. Then they wonder why they have difficulty in transfer. Another problem is caused by the student who makes one or more false starts and records poor grades before he is successful. That student finds himself behind the eightball all of a sudden because of our bookkeeping procedures in higher education.

The fourth source of problems in articulation is the accrediting agencies, especially those that accredit professional schools and senior colleges. Many of the accrediting agencies prohibit professional schools from accepting credit from the community college beyond the introductory course in the field. For example, the group that accredits pharmacy programs requires an individual to spend at least three years at the institution where he gets his degree which makes it very difficult, in fact impossible, to spend two years at the community college and then get a four-year degree in two more years. Sometimes professional groups tend to promote continued upgrading requirements for entry into the profession and will not recognize the programs related to that field offered in the community colleges. We are familiar with a number of health groups that have taken this stand.

A major underlying reason for the forces that operate against smooth articulation and cause transfer problems for students is considered by many to be an over-concern for institutional integrity. Perhaps that is caused by the fact that the community college is oriented to meet the needs of students who may only complete two years or less than two years of work, while the senior college has programs that presume four years of consecutive attendance. There are indications that some of these problems are really just bookkeeping problems caused by procedures that serve the convenience of senior college personnel with little concern for the well-being of the student. However, that would be a harsh accusation if proven to be true.

Recent activity related to concerns about articulation problems has been carried out by a group that is working with the American Council on Education called the Association Transfer Group. This particular group has produced a report which outlines some of these problems we've been talking about.

There are several current research projects underway that should provide help in understanding why some of the transfer problems continue to exist. I just happen to have been involved with a study which was completed in 1974 by one of the students at the University of Florida which compared particular transfer problems identified by students and staff in two-year and four-year institutions.[5] As you know, Florida has four two-year upper division institutions specifically designed to relate to the community colleges. Therefore, we would think these institutions more empathetic and sympathetic to community college transfer students' problems because all of the students who enter are transfer students. Unfortunately, the evidence from this particular study, which was conducted through interviews, doesn't support that position. The problems identified in these upper division institutions were very similar in intensity and kind to the problems we found in the full four-year institutions. This takes me back to the title of a speech I gave once, "Articulation is a People Problem." Most of the people, in fact all of the people who work in upper division institutions have learned and have gained their own attitudes about higher education and about transfer by working in four-year institutions before they came to the upper division institution. Very few of them actually started out in the upper division institution. As a matter of fact we found that one of the institutions in Florida that gave transfer students the greatest difficulty, according to their reports, was one of our upper division universities.

There were three major categories of problems that were identified by Dr. Sistrunk in his study. First, university academic counsellors were not sufficiently informed about the content of the community

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[5]Sistrunk, A.W. A Study of Transfer Problems Among Four Year and Two Year Universities in Florida. (Doctoral Dissertation, University of Florida) Gainesville, Florida, 1974.

college associate of arts degree programs. The university people, responsible for counselling the students who came into the university, had little if any real knowledge about what went on within the community college; apparently very few of them have made any attempt to find out. Second, and on the other side of the coin, community college counsellors were not sufficiently informed about the content of major programs in the state universities. The community college counsellors, who helped students select their programs, were as ignorant about the university programs as the university counsellors were about community college programs. The other finding, perhaps a corollary of the first, was that there is inadequate individual counselling available to community college students as they enter the university. Of course there were a number of other problems which are related to these kinds of problems but those were the three major problems which were identified in that particular study.

In closing, there is one final document I want to refer to which was completed by Arthur Sandeen, who is a Vice President for Student Affairs, and Tom Goodale, who is the Dean of Students, at the University of Florida. In April of 1974 they completed a report for the National Association of Student Personnel Administrators in which they summarized eighteen problems identified as being those which affect the transfer student.[6] They not only focus on the community college transfer student but also on that large number of other students, whom we sometimes forget, who move from one four-year institution to another four-year institution and who have the same kind of problems that the community college students have when moving from one institution to another. I'll just very briefly run through the categories of things that Sandeen and Goodale mention to give you an idea of what they're talking about.

Attitudes toward transfer students

They see this as one of the major problems in the four-year institutions because attitudes toward community college students or transfer students in general are not attitudes that make it conducive to solving the many other problems.

Admissions procedures

These and some of the admissions requirements can cause problems, as well as the ways in which the transfer student is handled in the admissions process.

Orientation programs

There are very few programs for new students other than for freshman students. Junior level or even sophomore level students or others who may transfer at the mid-point of the junior year do not receive the benefits of such programs.

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[6] Sandeen, A. and Goodale, Thomas. "The Transfer Student: Recommendations for Institutional Policies and Programs." NASPA (April, 1974). Mimeo.

Registration process

Too often we have moved to enrolling people earlier for the next quarter, and this has left transfer students who have to register at the last minute "behind the eight-ball" in getting courses.

Academic advising

At both the community college level and the university level, academic advising is poor.

Student financial aid

For the most part, aid has been limited to native students, and students coming in from the community colleges are given very little information and very little help in obtaining any kind of aid. This is unfortunate because one of the major reasons students go to community colleges, we find repeatedly, is because of their financial problems. These transfer students probably have more financial problems than most of the other students who have gone to the four-year institutions; yet they are given rather short shrift on getting their problems solved when they go to the universities.

Housing

We had an instance in one institution where community college transfer students were assigned to housing in the dormitories, and about three or four weeks before the fall term opened they were informed that the housing was to be given to freshmen instead of to them.

Student activities

Students transferring have a great deal of difficulty getting into student activities. Sometimes they are not allowed to participate in some activities that are limited to students who have been there a couple of years.

Participation on publications

Career planning and placement

Both of these areas are ones in which transfer students from community colleges encounter problems at four-year institutions.

The final point from Sandeen and Goodale that I want to mention is that there is a need to have formalized agreements for articulation and I'm very happy to know that this is the main thing you are going to be talking about for the next two days.

THE ASSOCIATION TRANSFER GROUP
WHAT IT IS AND WHERE IT'S GOING

Douglas F. Bodwell
Staff Associate, Office of Academic Affairs
American Council on Education

The Association Transfer Group (or as Washington ways would have it, ATG) is a cooperative effort of a group of national associations to address the questions and opportunities inherent in the dilemma posed by an increasingly mobile and nontraditional clientele for postsecondary education. The Transfer Group was initially composed of national organizations: the American College Testing Program, the Association of American Colleges, the American Association of Community and Junior Colleges, the American Association of State Colleges and Universities, the National Association of State Universities and Land-Grant Colleges, the American Association of Collegiate Registrars and Admissions Officers, and my organization--the American Council on Education--represented through its Office of Academic Affairs and another office then called CASE (the Commission on the Accreditation of Service Experience, now known as the Office on Educational Credit) the Federal Interagency Committee on Education (FICE), the College Entrance Examination Board, and the Educational Testing Service. Later, the ERIC Center on Higher Education joined ATG.

How and why did these organizations become interested in transfer of credit as a critical issue for themselves? The litany of reasons reads like the most current assessment of the state of American higher education and I won't bore you with a repeat of that chant, except to mention a few critical concerns shared by these organizations.

Primary among them was the sheer magnitude of the number of students affected by policies concerning transfer of credit and the likelihood that this number will increase. A preliminary analysis of ACE's cooperative institutions research profile for first-time, full-time enrollees in 1967 indicates that 25 percent transferred at least once during their collegiate careers. Incidentally, Engin Holmstrom of ACE's Policy Analysis Service is completing an NIE contract which will provide some clear national data on two-year to four-year full-time college transfers and the institutional characteristics that make for their academic success.

Current studies indicate a percentage increase in the proportion of transfer students to total enrollment in four-year colleges and universities. The 1970 to 1971 increase in total transfer enrollment was 7.1 percent at the same time that the percentage increase for new freshmen was only 0.5 percent.

Moreover, policies concerning the transfer of credit affect particular segments of society more severely than others. Among the

hardest hit are military personnel who are involuntarily mobile, and older women, many of whom left college for childrearing and who now wish to resume their baccalaureate education.

The important work of Sam Gould's Commission on Non-Traditional Study served as an additional incentive for these organizations to focus on the barriers created by institutional policies designed to serve the "traditional" student. And as you probably know, several groups have recommended that ACE use its resources to encourage flexibility in learning opportunities in postsecondary education.

For these and a variety of other reasons, the American Council on Education called together representatives of seven associations and agencies concerned with the current transfer situation. Constituting themselves the Association Transfer Group, they undertook to consider in some depth the issues faced by colleges in accommodating the needs of itinerant students.

A first project of ATG was cooperation in the development of a proposal for the extension of the American Association of Community and Junior Colleges' Servicemen's Opportunity College concept to four-year institutions. That effort, financed by the Fund for the Improvement of Postsecondary Education and a contract from the Department of Defense, is well underway, with the American Association of State Colleges and Universities serving as administrative agent with an advisory board composed of ATG members and others. Jim Nickerson, former President of Mankato State, is the Director of this effort, and Lee Betts of AACJC is Director of the two-year college program.

The Four-Year Servicemen's Opportunity College, known by its acronym SOC, is a network of four-year higher education institutions designed to improve opportunities in postsecondary education for men and women who choose to combine military service with the active pursuit of higher education. These affiliated institutions have policies and procedures which are sensitive to the special problems of mobile and part-time students. There are 120 four-year colleges and universities and 125 two-year institutions in the SOC program. Of particular interest to you, 41 of the two-year SOC's and 37 of the four-year SOC's are in the southern states.

The Four-Year SOC Criteria were adopted from policies of colleges and universities which have been successful in assisting servicemen and women to pursue an educational program while in the military. The criteria require institutions and faculties to provide flexible means by which servicemen and women may satisfy admission requirements for academic programs, meet on-campus residency requirements, complete interrupted work and receive credit for service training and experience.

An important aspect of the SOC approach for the ATG organizations is that it offers <u>one</u> model for experimentation and assessment of its usefulness for non-military, nontraditional students. In the short run, SOC is significant for institutions located near one of the 200 U.S. military installations and for institutions whose service area

encompasses potential students who plan to combine higher education with a term in the military.

We suspect there is an important role for some colleges and universities or related agencies to develop advising and planning services to assist potential students (initially for servicemen perhaps) to develop educational plans encompassing work from several institutions, and to develop means of evaluating for academic credit learning experiences from many nontraditional learning sources.

In this context, I want to take a minute to act as a surrogate for Jerry Miller and ACE's Office on Educational Credit. You may be familiar with ACE's Commission on the Accreditation of Service Experiences and its four traditional functions:

1. Establishing policy for and administrating the GED Testing Program.

2. Evaluating formal military training programs for purposes of developing educational credit recommendations. As you know, the CASE Guide contains recommendations on about 8800 service-school training programs.

3. Recommending amounts of educational credit to be awarded on the basis of CLEP examinations. You should know that this Office will cooperate in a national study of CLEP and a re-norming of these exams.

4. Establishing policy and procedures for the development of USAFI standardized tests.

You may not be so well acquainted with the new roles CASE has assumed under its new office designation as ACE's Office on Educational Credit, so I want to list them here so you can incorporate them into your work over the next few days.

1. Establishing policy and procedures for and evaluation of formal learning experiences offered by business, industry, government, and other sponsors for purposes of formulating educational credit recommendations.

2. Recommending to colleges and universities policies and procedures for the measurement and awarding of educational credit for nonformal learning experiences.

3. Evaluating professional and technical credentials achieved through professional certification and registration or licensure for the purpose of equating them with educational credit.

Now I'll put on my ATG hat once again. A second undertaking, really preceding the SOC development, came at the request of the Department of Defense and related to the DOD's concern with educational opportunity and the volunteer army. ACE and the CIC of the

Big Ten, plus the University of Chicago, jointly sponsored a study of practices in CIC liberal arts programs affecting "itinerant" or "mobile" students. The 521 page manuscript that resulted, now available through the ERIC System, collects and tabulates a wealth of information from the 14 institutions that participated. We hoped that a study of transfer policies at 14 prestigious institutions would help us to suggest some guidelines and innovative practices which might be adopted by other similar institutions. We were, perhaps, overly optimistic. The issues and patterns of policies were much more complicated and varied. The report itself has been made available to the military for use in counseling military personnel about opportunities in the liberal arts in CIC institutions. ATG will explore with the CIC using this material with other major public research universities in the nation.

ATG's third undertaking, the Airlie House Conference on College Transfer in December, 1973, grew out of ATG's own analysis of the present transfer situation and the attempts that have been made to improve it. We concluded that before planning future action we needed to identify those areas in which institutions may need to consider a number of alternatives in relation to their own character, their mandated roles, their real and potential clienteles, and other factors. Frederick C. Kintzer, Vice Chairman, Department of Education, UCLA, who was completing the second phase of his national articulation project funded by the Exxon Foundation, joined ATG in planning the conference.

The conference, sponsored by the Association Transfer Group and funded by ATG, the Carnegie Corporation, the Exxon Foundation, the Federal Interagency Committee on Education, and the U.S. Office of Education was held at Airlie House in Warrenton, Virginia for two hectic days that December. The 96 participants were drawn from institutions, associations, state and federal agencies, and other organizations involved with postsecondary education and were carefully selected for their varied backgrounds and expertise. Background papers dealing with the general issue, "How can the policies and practices in postsecondary education be modified to accommodate better the needs of students who, in increasing numbers, transfer from one institution to another?" and four subsets of issues (academic aptitude, substance of the academic program including issues related to residency, the transfer student, and the organization of effort to effect change) were distributed in advance and a report on financial issues related to transferring was made at the meeting. For most of the conference the participants were divided in groups matching the subsets of issues and were asked to provide a set of written recommendations relating to their assigned problems.

As you might have expected, lively discussion and the pressure of time made it impossible at the conference to refine the recommendations of the groups, to assure their completeness, to set them in priority relationship to each other, or even to debate all of them in full forum. As one conferee said, "The conference rooms were filled with expiring aspirations and rampant compromises."

Subsequent to the conference, a summary of the recommendations was prepared and mailed to the participants for comment and modification, but not for formal approval or a vote.

Because the recommendations have been distributed to you, and in the interest of time, I'll not review them; but will mention the next steps for the Association Transfer Group and its members. We've identified three functions that we feel must be performed if this effort of national organizations is to be helpful. The first, which would be undertaken by ATG itself, is the role of contacting organizations which appear to ATG to have special responsibilities to take some action in this area, and to encourage and assist them in their efforts, to review these actions and to coordinate needed activities with others. The second function would be that of an information exchange on transfer and transfer-related issues that could respond to inquiries by identifying and sharing the names of experts covering these issues. The third function ATG has identified involves the publication and dissemination of materials--perhaps summaries of state agreements, case histories, articulation models, and the commissioning of studies and reports. I'm pleased to report that in the latter function ATG will have the cooperation of the Educational Resources Information Center on Higher Education (ERIC) which will publish a Research Current on transfer.

In the interim, the Association Transfer Group will focus on a coordinating role for itself, helping others to undertake appropriate action in behalf of the mobile and nontraditional student.

APPENDICES

College Transfer, Recommendations from Airlie House Conference

SREB Workshop Roster

COLLEGE ➡ TRANSFER

Recommendations from Airlie House Conference

The Setting and the Issue

Full opportunity in postsecondary education in the 1970s demands special attention to removing the barriers encountered by students whose circumstances or academic goals require that they transfer from one institution to another. Among institutions, about one out of every four full-time freshmen will transfer during their college careers. In 1973, thousands of "itinerant" students—young and mature, women and men, prepared formally or by experience or by both—faced the transfer policies and practices of the institutions they wished to receive them. For many, the encounter resulted in frustration, delay, and discouragement.

A survey of these experiences, the recommendations of the Commission on Non-Traditional Study, and requests for assistance from the Federal Interagency Committee on Education led to the establishment of the Association Transfer Group (ATG), convened by the Office of Academic Affairs of the American Council on Education. ATG is an informal assembly of representatives of associations and organizations with interests in postsecondary education (for members, see pages 5-6).

The College Transfer Conference, sponsored by the Association Transfer Group and funded by ATG, the Carnegie Corporation of New York, the Exxon Foundation, and the Federal Interagency Committee on Education, was held at the Airlie Conference Center, Warrenton, Virginia, 2-4 December 1973. The 96 participants came from institutions, associations, state and federal agencies, and other organizations involved with postsecondary education. Background papers dealing with the general issue and four subsets of issues—student aptitude or potential, substance of academic programs, students' problems, organization of effort—were distributed in advance. At the meeting a report was made on financial issues related to transfer. For most of the conference, the participants were divided into groups matching the subset issues and were asked to provide a set of written recommendations relating to their assigned problems.

Discussion was so lively and the time pressure so great that no attempt could be made at the conference to refine the recommendations of the groups, assure their completeness, set them in priority relationship to one another, or debate all of them in full forum. Following the conference, the present summary was prepared and mailed to the participants for comment and modification, but not for formal approval or a vote.

The issue: How can the policies and practices in postsecondary education be modified to accommodate better the needs of students who, in increasing numbers, transfer from one institution to another?

Conference Sponsored by

American Association of Collegiate Registrars and Admissions Officers
American Association of Community and Junior Colleges
American Association of State Colleges and Universities
American College Testing Program
American Council on Education
Association of American Colleges
College Entrance Examination Board
Educational Testing Service
Federal Interagency Committee on Education
National Association of State Universities and Land-Grant Colleges
Carnegie Corporation of New York
U.S. Office of Education
National Articulation Project of the Community College Leadership Program [at UCLA], funded by Exxon Foundation

Major Conclusions of the Conference

- **Special Emphasis.** Changes in policy and practice most beneficial to transfer ("itinerant") students will result from
  - establishing the transfer student on an equitable basis with the native student;
  - providing the student exact and full information necessary to his academic progress, and providing the counseling that must accompany it, both on an institutional and an areawide basis;
  - improving or devising means in addition to course completion for assessing competence and awarding credit.

- **The Primacy of Institutions.** Responsibility for establishing and applying transfer policies and practices that affect itinerant students belongs to the institutions.

- **Coordinated Action.** Because transfer, by definition, involves more than one institution, the transfer issue (unlike other academic issues) necessitates coordinating the internal policies and practices of two or more institutions.

- **Third Parties.** Although unilateral action by an institution and coordination among institutions are essential, developing adequate transfer practices requires assistance from other parties at regional, state, national, and sometimes international levels. Such assistance includes: providing opportunities for interinstitutional negotiation, legitimizing new policies, developing assessment instruments, estimating demand, following up on results, exchanging information, and funding experiments.

- **Organization.** Beneficial changes in transfer policies can be achieved through existing institutions and organizations. One need is to study further a limited number of new structures that may improve the results.

About the Recommendations

The character of the conference was such that the following recommendations are offered as suggestions by the participants as individuals (not as representatives of institutions or organizations) for serious and early consideration by all those whose roles include direct or indirect influence on the academic progress of itinerant students.

A Common Element. To the receiving institution, the values that accrue from admitting new students beyond the freshman year more often than not far outweigh any disadvantages. Yet the itinerant student often deals with institutional policies that are designed to exclude rather than to facilitate entry. Underlying all the recommendations that follow is a conviction that institutional policies are usually the most serious barriers obstructing the individual who, for voluntary or involuntary reasons, wants to enroll in two or more educational institutions to complete an academic program. Because degree and certificate programs of study are central to postsecondary education and because satisfactory completion of such programs is a recognized measure of individual competency, institutions have both the right and the responsibility of determining which applicant can profit best from their programs and should be granted admission. In this context, the conference was chiefly concerned with the means to encourage itinerant students and facilitate their entry and reentry.

Recommendations Addressed to Meet the Needs of Transfer Students

TO FACULTIES

Equality of Credit

Establish and publicize criteria for validation of prior educational experiences (for example, grade-point average required for junior status) which do not differentiate between native and transfer students.

Nontraditional Education and Means of Evaluation

Establish and publicize criteria for assigning credit to nontraditional educational experiences (for example, military, technical, vocational, experiential, industrial, cooperative, independent study, internship, and related modes of education) through nontraditional evaluation procedures such as challenge exams, as well as the College Level Examination Program, the College Proficiency Examination Program, the American Council on Education's Office on Educational Credit (formerly Commission on the Accreditation of Service Experiences), and other national testing and evaluation programs.

Academic Requirements

Examine course prerequisites, residency requirements, faculty and departmental permission requirements for course enrollment, and admission and graduation requirements to

determine whether they are explicit, consistent, relevant, nondiscriminatory, and necessary.

Competency and Course Completion

Undertake research on protocols for determining competency, and begin process of broadening degree requirements to include, in addition to course completion, the recognition of competencies attained, regardless of how, when, or where.

Modular Courses

Modularize courses to permit attainment of prerequisites without registration for an entire course and to facilitate matching of courses in sending and receiving institutions.

TO INSTITUTIONAL ADMINISTRATIVE OFFICERS

Interinstitutional Cooperation

Foster opportunities for personal interaction between parallel representatives of sending and receiving institutions on a regional or state basis.

Office of Articulation

Establish an Office of Articulation, with a director who would report to a senior institutional administrator (e.g., vice-president) and be assisted in policy development by a standing committee including students, faculty, administrators, financial aid officer, registrar, admissions and records personnel, and student affairs staff member.

Information

Develop and publish detailed information about transfer for each academic major or field of concentration, including recommended pretransfer courses and posttransfer requirements, and specify the academic officer responsible for answering the transfer student's questions concerning each listed program. Improve course descriptions to aid receiving institutions in assessing courses for credit.

Appeals Procedure

Establish, publicize, and appropriately staff an appeals mechanism providing due process for the itinerant student.

Costs and Financial Aid

Eliminate wherever possible existing differentials in per-credit cost between part-time and full-time students; prorate fees according to student load, and eliminate from financial aid and scholarship criteria any discrimination against student status.

Incentives

Through a program of incentives for faculty, encourage research and experimentation in the assessment of learning experiences and in the modularizing of courses and competency units.

Institutional Mission

Provide leadership in defining the institutional mission and program and course objectives, and in developing accurate publicity for these so that potential students can make well-informed choices about the college and its offerings.

TO ACCREDITING AGENCIES

Recognition

Emphasize acceptability of varied approaches to, and sources of, learning (military, proprietary, experiential, etc.). Focus on: (1) competency achievement as a measure of progress, (2) appropriately validated credit from nontraditional educational resources and from institutions working toward accreditation, (3) the propriety for some students of stopping in and out of institutions, and (4) the benefits to professions of improved transfer policies.

Consumer Protection

As a consumer protection service, assist institutions in developing and publicizing statements clearly defining program and course objectives, and assist in conducting regular follow-up studies to ascertain student achievement of these objectives.

Meetings

Sponsor regional articulation meetings that concentrate on the development and review of guidelines for smooth transition for the continuing student from secondary school through lower- and upper-division colleges and graduate and professional schools.

TO STATE AGENCIES

One Agency

By legislative or executive authority, establish and designate one agency at the state level to coordinate all matters relating to transfer.

Meetings

Assemble representatives of all postsecondary institutions involved in sending or receiving students, to meet on a regular basis for the purpose of resolving problems with respect to itinerant students.

Data

Establish procedures to collect data that will identify specific transfer problems and their locus.

Funding

Recommend procedures for allocating state funds and for awarding student financial aid to assure equitable opportunity for all full-time and part-time students continuing their education. Give particular attention to the higher costs of instruction for upper-division students, tuition equalization for transfer and native students, and the portability of financial aid between institutions.

Guidelines

Assist institutions to develop guidelines for solving problems of the itinerant student in an orderly, organized, and responsible manner, and provide for continuing machinery to implement the guidelines and to evaluate and correct procedures.

Incentives and Assessment

Encourage intrastate cooperation by suggesting specific goals that would represent progress, providing incentives and rewarding achievement of goals.

Information Network

Work with the Education Commission of the States (ECS) to develop an information network displaying statewide postsecondary educational resources for potential students, using a decentralized counseling staff and sophisticated computer services. (See also recommendation to ECS under "National Organizations.")

TO LEGISLATORS AND FEDERAL EXECUTIVE AGENCIES

Research on New Paths to Credit

Undertake or fund research on nontraditional education that focuses on: numbers of institutions and students involved in various categories of nontraditional educational experiences; identification of model approaches to the effective evaluation of competence-based, as compared with process-based, educational experiences; conversion of nontraditional experience into credit units or other academic "counters" with recognized equivalency for degree candidates; and alternative routes to degrees such as the credit bank and related external degree programs.

Information Systems

Support the development of repository systems (reference catalogs) of institutional programs and transfer policies, to serve itinerant students as a widely available and continually updated profile of such institutional characteristics.

Brokerage Services and Advisement Centers

Encourage the Education Commission of the States to draft model state or regional educational advisement centers or "brokerage services" as described in recommendation to the ECS under "National Organizations."

TO NATIONAL ORGANIZATIONS

Institutional Associations

Associations representing institutions and their major organizational components (e.g., colleges of teacher education, business, engineering) should inform their constituencies directly and through state and regional counterparts about the nature of transfer problems and recommendations for their resolution; assist them in establishing contacts with persons or agencies that can help; maintain a high level of expertise in current developments, especially as they relate to the needs of their constituencies; and be prepared to administer short-term programs on behalf of several associations.

Specialized Associations and Organizations

Associations of students, faculty members, administrators, and governing board members, and of specialists in research, testing, guidance, student services, and financial aid should review the problems of itinerant students and recommendations for their resolution, and take action to assist their members or clients to carry out their responsibilities. The means should include: providing information, establishing task forces to develop guidelines, conducting meetings, and assisting in generating funds for programs of general applicability.

Education Commission of the States

Draft models for state or regional educational advisement centers or "brokerage services" to be available through community agencies (e.g., the public libraries) which would constitute a network of information about traditional and nontraditional educational resources available to the potential student seeking information and counseling about the range of postsecondary educational opportunities in that area.

Foundations

Foundations should continue or initiate support for short-range or mid-range programs designed to encourage action on the recommendations of the conference.

Association Transfer Group

ATG should inform appropriate agencies of their potential roles in carrying out the conference recommendations, suggest action, keep account of action taken, serve as a center for the exchange of information, and assist in the establishment of appropriate practices and policies to serve the needs of every itinerant student in every postsecondary institution.

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Undergraduate Education Reform Project

WORKSHOP ON INSTITUTIONAL ARTICULATION AND STUDENT TRANSFER

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